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FOLLOW-UP TO THE RECOMMENDATIONS OF THE INTERNATIONAL CONFERENCE ON POPULATION, 1984

Monitoring of multilateral population assistance

Report of the Secretary-General

SUMMARY

The present report has been prepared in response to recommendation 88 of the International Conference on Population, 1984, and to Economic and Social Council resolutions 1986/7 and 1987/72. It updates the first such report (E/1989/12), which was submitted to the Economic and Social Council at its second regular session of 1989 through the Population Commission. The report discusses long-term trends in multilateral population assistance and reviews developments in multilateral population assistance in substantive, financial and operational terms. Financial inputs are analysed in terms of work-plan categories, regional distribution and types of executing agencies. The policy and procedural changes adopted within the United Nations system since 1988 to effectively carry out multilateral population assistance are addressed.

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INTRODUCTION

1. The present report has been prepared in response to recommendation 88 of the International Conference on Population, 1984, in which the Secretary-General was requested to undertake the monitoring of multilateral population programmes of the United Nations system aimed at the further implementation of the World Population Plan of Action, 1/ and to Economic and Social Council resolutions 1985/4, 1986/7 and 1987/72. The General Assembly, in endorsing the recommendations of the Conference in its resolution 39/228, requested the Economic and Social Council "to undertake or to continue ... the review, monitoring and appraisal of the Plan of Action in accordance with the Plan and relevant recommendations of the Conference". The Secretary-General, in his report on the follow-up to General Assembly resolution 39/228, recommended that the United Nations Population Fund (UNFPA) continue to monitor the multilateral population programmes and projects it funded (A/41/179-E/1986/18, para. 73 (d)).

2. The Economic and Social Council, in its resolution 1985/4, requested the Secretary-General to submit to the Council, through the Population Commission and, as appropriate, the Governing Council of the United Nations Development Programme (UNDP), reports on the substantive and technical aspects of the monitoring of population trends and policies and of multilateral population assistance. That request was reaffirmed in Economic and Social Council resolutions 1986/7 and 1987/72. The Secretary-General's proposal for a regular report on the monitoring of multilateral population assistance was outlined in his report to the Economic and Social Council at its second regular session of 1987 (E/1987/5) and is the basis for the preparation of the present report.

3. The present report covers substantive and operational aspects of multilateral population assistance within the United Nations system. In the preparation of the report, efforts were made to gather as complete an information base as possible. The co-operation of all the multilateral agencies that shared and contributed ideas and information is very much appreciated.

4. Multilateral population assistance is an overall international effort for channelling technical and financial resources obtained from a variety of sources to assist developing countries in population matters. Only the resources from the United Nations system are included in the present report. Although population activities by the World Bank involve loans (most of them "soft loans") rather than grants, they are included in the report though they are treated differently from grants by other institutions.

5. The first report on multilateral population assistance (E/1989/12) covered the period that had elapsed since the convening of the World Population Conference at Bucharest, that is, 1974 to 1988. It dealt with the substantive and operational aspects of population assistance as well as the institutional capacity of the various agencies concerned with population in the United Nations system. The present report highlights developments that have occurred during the past two years (1989 and 1990) and builds upon the first report.

6. In the analysis of the system's substantive work, the report arranges subjects in accordance with the Standard Classification of Population Activities approved by the Administrative Committee on Co-ordination. Under that scheme, population activities are classified into the following areas: (a) basic data collection and analysis; (b) population dynamics; (c) formulation and evaluation of population policies and programmes; (d) implementation of population policies; (e) family planning programmes and activities; (f) population information, education and communication; and (g) multi-sectoral activities.

7. As in the first report, data for the present report were gathered through a special questionnaire sent to all agencies of the United Nations system concerned. The report also relied very heavily on the findings of a Review and Assessment of Population Programme Experience (RAPPE) conducted by UNFPA. Finally, the report also benefited from the deliberations and recommendations of the International Forum on Population in the Twenty-First Century, held at Amsterdam, the Netherlands, in November 1989.

I. TRENDS IN THE FUNDING OF MULTILATERAL POPULATION ASSISTANCE

A. Background

8. In 1988, total international assistance for population programmes amounted to $US 680.1 million in grants and credits/loans (about $485.5 million in 1985 dollars). Of that amount, $402.1 million was in the form of direct bilateral aid from more developed countries (excluding contributions to the United Nations), which was about 68 per cent of total grants. The United Nations system provided $156 million (about 26 per cent) in population assistance and private groups and non-governmental organizations gave another $35.8 million (or 6 per cent). In 1989, international population assistance increased to $740.8 million ($514.6 in 1985 dollars). The share of the United Nations system (excluding the World Bank) in total grants increased to 32 per cent (about $194.9 million) while the share of bilateral donors decreased to 62 per cent ($381.2 million). The share of the private sector and non-governmental organizations remained at 6 per cent of the total (about $39.3 million). Total World Bank credits/loans for population activities increased significantly from $86.2 million in 1988 to $125.4 million in 1989.

9. Within the United Nations system (excluding the World Bank), UNFPA has provided the largest proportion of funds to population assistance (about 75.2 per cent in 1989). In the preparation of the present report, the population assistance of UNDP and of the United Nations Centre for Human Settlements (Habitat) in 1989 were included for the first time. The larger total of assistance from the United Nations system, therefore, showed a decrease in the proportion of UNFPA funds (from 77.7 per cent in 1987) although the total funds available from UNFPA had increased significantly.

10. Of the total funds spent on population activities by the 15 United Nations regional commissions and agencies engaged in population assistance, the UNFPA

share accounted for 59.1 per cent in 1989. The agencies contributed 14.4 per cent of assistance from their regular budgets and 26.5 per cent from other sources of funds.

B. Expenditure by geographical region

11. Globally, population assistance projects for developing countries were executed under three main modalities in 1988-1989: by bilateral agencies, multilateral agencies and non-governmental organizations. Of the total assistance in 1989, about 37 per cent involved bilateral agency execution, 27 per cent multilateral agencies and 36 per cent non-governmental organizations. The importance of each modality differed from region to region. In Africa, project execution through non-governmental organizations accounted for 38 per cent of the funds, followed by bilateral means, 33 per cent, and multilateral means, 29 per cent. In Asia and the Pacific, direct bilateral execution made up 49 per cent of funding in 1989, followed by 26 per cent through the United Nations system and 25 per cent through non-governmental organizations. The other region where bilateral execution was dominant was the Middle East and Mediterranean region (47 per cent). Of interest to analysts of population assistance is the fact that interregional project funds in 1989 were executed mainly through non-governmental organizations (64 per cent), the United Nations system (33 per cent) and bilateral means (2 per cent).

12. Considering expenditures for population programmes from multilateral sources alone, it is apparent that the Asia and Pacific region has received the largest share of population assistance. In 1988, it amounted to 43.2 per cent of total multilateral funds. Africa received 29.6 per cent, Latin America and the Caribbean, 15.7 per cent, and the Middle East and Mediterranean region 11.5 per cent (these figures do not include expenditures for Europe or interregional programmes). The same pattern of regional allocations is revealed by the distribution of UNFPA funds. In 1989, 36.9 per cent of UNFPA funds went to Asia and the Pacific, 24.8 per cent to Africa, 12.9 per cent to Latin America and the Caribbean, 10.0 per cent to the Middle East and Mediterranean and 1.0 per cent to Europe. Interregional programmes in UNFPA received 14.3 per cent of the funds.

13. The pattern of multilateral funding shows that Asia and the Pacific has received a declining share of population resources. In 1986, the Asia and the Pacific region received 51.7 per cent of funds, which declined to 43.2 per cent in 1988. In contrast, assistance to Africa has increased, from 26.4 per cent in 1986 to 29.6 per cent in 1988. Latin America and the Caribbean's share increased from 10.2 per cent in 1986 to 15.7 in 1988. The Middle East and Mediterranean region has consistently received about 11 per cent of total multilateral funding.

14. Regarding UNFPA funding, the share of Asia and the Pacific has also declined, from 40.7 per cent in 1986 to 36.9 per cent in 1989. Africa has increasingly received more funds, from 21.6 per cent in 1986 to 24.8 per cent in 1989. Latin America and the Caribbean has consistently received from 12 to 13 per cent of UNFPA funds and the Middle East and Mediterranean about 9 to 10 per cent. Interregional programmes in UNFPA have received from 14 to 15 per cent of all funds, although the general trend has been a decline in funding for this area.

15. In contrast to UNFPA, other multilateral agencies have devoted more of their regular budgets and other sources of funds to interregional and global programmes. When funds received from UNFPA are excluded, interregional programmes received 44 per cent of funds from the Food and Agriculture Organization of the United Nations (FAO), 64 per cent from the International Labour Organisation (ILO), 76 per cent from the United Nations Educational, Scientific and Cultural Organization (UNESCO) and 80 per cent from the World Health Organization (WHO). After interregional projects, other United Nations agencies concentrate their funding on activities in Africa, Asia and the Pacific, Latin America and the Caribbean and the Middle East and Mediterranean, in that order. UNDP differs from other agencies and organizations. In 1989, UNDP spent $841.518 on population. Of that amount, 74.5 per cent went to Africa, 8.1 per cent to Asia and the Pacific, 11.1 per cent to Latin America and the Caribbean and 6.3 per cent to interregional projects.

C. Expenditure by work-plan category

16. UNFPA funding is organized according to the work-plan categories agreed upon by the Administrative Committee on Co-ordination. The bulk of funds that went to maternal and child health and family planning (MCH/FP) programmes accounted for 52.2 per cent in 1988 and 44.9 per cent in 1989. Information, education and communication (IEC) programmes received 14.7 per cent of funds in 1988 and 16.9 per cent in 1989. Population dynamics received 11.0 per cent in 1988 and 12.9 per cent in 1989. About 7.7 per cent of funds in 1988 and 1989 went to formulation and evaluation of population policies and integration of population into development planning, from 2 to 3 per cent went to special sector programmes and about 2 per cent for multi-sectoral activities.

17. The decline in resources allocated to MCH/FP programmes may be attributed to three factors: the increase in 1989 in expenditures for data collection and analysis, especially for censuses in Asia; the increase in information, education and communication activities; and the increase in assistance to women, population and development projects under the special sector category. As far as basic data collection is concerned, support for the 1990 round of censuses and more extensive analysis of census and survey data has also received more attention, including staff training and institution-building.

D. Expenditure by work-plan category and region

18. An examination of regional trends within substantive sectors reveals that in MCH/FP, there has been a decline in funding for activities in Asia and the Pacific and the Middle East and Mediterranean regions. In the former region, expenditures declined from 54 per cent of the total in 1986 to 45.8 per cent in 1989 and in the latter region, from 8.2 per cent in 1986 to 6.8 per cent in 1989. In Africa, on the other hand, funding for MCH/FP increased from 15.8 per cent in 1986 to 18.6 in 1989. Expenditures in Latin America and the Caribbean have been stable at about 14 per cent of total funds.

19. There has been an increase in the proportion of funding for the IEC sector in Africa, Asia and the Pacific and Latin America and the Caribbean. In 1989, the proportion of expenditures for IEC was higher in Africa (22.2 per cent) than in Asia and the Pacific (13.8 per cent). In Latin America and the Caribbean, the proportion of expenditures for IEC has declined so that the proportion of funds for that sector in 1989 (11.3 per cent) was at exactly the same level as it was in 1986, despite the increase in total funding for the region from $12.5 million in 1986 to $20.4 million in 1989.

20. As far as basic data collection is concerned, there has been a considerable decline in the proportion of funds in Africa going to this category since 1986. At that time, about 19.4 per cent of population funds in Africa went to censuses, surveys and vital statistics and civil registration systems. In 1989, the proportion of funding for those areas declined to 16.5 per cent. In contrast, the proportion of expenditures for basic data collection in Asia and the Pacific has gradually risen. In 1989, about 12.9 per cent of Asia and the Pacific funds went to basic data collection (up from 4.5 per cent in 1988). That increase was due to support for the census in Viet Nam (1989) and advance preparations for the census in China (1990), Nepal (1990) and Pakistan (1991). In Latin America and the Caribbean, the proportion of funds for data collection and analysis has been quite stable at around 8 per cent. In the Middle East and Mediterranean, the proportion for basic data collection has gradually declined, from 11.5 per cent in 1988 to 8.7 per cent in 1989.

21. The proportion of support for activities in population dynamics has declined in Africa but it has increased significantly in the other regions. The increase has been especially noteworthy in Europe, where the proportion of funding increased from 10.2 per cent in 1986 to 24.4 per cent in 1989. The increase has been absorbed by the strengthening of training institutions in that region that have increasingly accepted demographers and population specialists from developing countries. A similar trend is noticeable in Latin America and the Caribbean, where expenditures on population dynamics rose from 7.5 per cent of the total in 1986 to 15.5 per cent in 1989. In that region, assistance has also gone into the strengthening of policy research and operational institutions in the area of population and development planning.

22. Expenditures for the sector on formulation and evaluation of policies and programmes have become very important in Africa, where the proportion of funds going to that sector increased from 9.9 per cent in 1986 to 11.4 per cent in 1989. In many African countries, Governments have set up special population units in planning and other ministries. UNFPA has assisted those units by providing fellowships for training of staff, providing data analysis and other equipment and, in some cases, supporting technical assistance by international and national experts. In the Middle East and Mediterranean region, support for activities in that sector has also increased, for more or less the same reasons. In contrast, formulation and evaluation of policies and programmes has declined in importance in Asia, Latin America and the Caribbean and Europe. This may reflect the relative maturity of governmental institutions devoted to population programmes in those regions and the ability of Governments to absorb costs.

23. In all regions, there has been a significant increase in the amount of funds devoted to special sector programmes. A large portion of the funds has gone to support projects in women, population and development. In Africa, funds for this sector increased from an insignificant 0.7 per cent in 1986 to 3.2 per cent in 1989. The same trend is found in Asia and the Pacific (from 1.2 per cent in 1986 to 2.3 per cent in 1989) and in the Middle East and Mediterranean (from 0.8 per cent in 1986 to 7.1 per cent in 1989). In the early years, projects in women, population and development were mainly devoted to awareness creation and advocacy. More recently, however, the thrust of projects has shifted to activities that seek to increase the income of women and their families, improve their leadership and organizational capabilities and enhance their participation in development programmes.

E. Expenditure by executing agency

24. Population projects funded by multilateral sources are executed by Governments, United Nations organizations or non-governmental organizations. In 1989, approximately 17 per cent of UNFPA-funded projects were executed by UNFPA itself, 56 per cent by other United Nations organizations, 14 per cent by Governments and 13 per cent by non-governmental organizations. Among the United Nations organizations, the Department of Technical Co-operation for Development of the United Nations Secretariat and WHO executed most of the UNFPA-funded projects, accounting for 16.6 and 17.1 per cent of funds, respectively. Other agencies executing considerable numbers of projects were ILO, UNESCO and the regional commissions.

25. The proportion of project funds executed by UNFPA increased from 10.5 per cent in 1986 to 17.3 per cent in 1989. In recent discussions between UNFPA and other United Nations agencies and other partners, new arrangements for national execution of projects are being worked out pursuant to the policy of the Governing Council of UNDP that makes national project execution the preferred modality.

26. Execution of UNFPA-funded projects by United Nations organizations has increased. This was especially true in the cases of the Department of Technical Co-operation for Development, UNESCO, FAO and ILO. Execution of projects by non-governmental organizations has declined slightly, from 14.1 per cent in 1988 to 12.6 per cent in 1989. The proportion of project funds executed by WHO has also declined. In the case of the United Nations Children's Fund (UNICEF), the decline in the proportion of project funds has been brought about by the increasing tendency of UNFPA to procure equipment, commodities and contraceptives direct.

F. Multi-bilateral financing

27. In addition to resources regularly contributed by donors to UNFPA, the Fund receives funding for earmarked projects that are managed by the Fund as multi-bilateral resources. Although only 3.7 per cent of total UNFPA expenditures in 1989 came from multi-bilateral funding, the modality is becoming an important channel for mobilizing resources for population assistance. In 1990, about

41 ongoing projects in UNFPA were funded from multi-bilateral sources, amounting to $6.1 million. This is a significant increase from $3.5 million in 1987. Major multi-bilateral donors to UNFPA included Australia, Belgium, Canada, Italy, Finland, Luxembourg, the Netherlands, Norway, Sweden, the United Kingdom, the OPEC Fund, and the Arab Gulf Programme for United Nations Development Organizations (AGFUND).

28. When multi-bilateral funding is analysed by work-plan categories, it is clear that family planning programmes have received the bulk of multi-bilateral resources (about 41.7 per cent in 1989). IEC projects received about 32.9 per cent. Other important areas supported by multi-bilateral funds are basic data collection (12.1 per cent), formulation and evaluation of policies and programmes (6.2 per cent), population dynamics (4.6 per cent) and special programmes (2.5 per cent).

29. In 1989, the bulk of multi-bilateral financing went to Asia and the Pacific (41.6 per cent) and Africa (34.9 per cent). It is interesting to note that the proportion of multi-bilateral funds going to Africa has been growing at an extremely rapid rate. In 1986, only 4.3 per cent of multi-bilateral funds went to Africa. The proportion jumped to 24.5 per cent in 1988 and to 34.9 per cent in 1989. In 1986, Latin America and the Caribbean received 57.6 per cent of multi-bilateral funding. In 1989, the region received only 8.8 per cent of funds. Interregional activities have received an increasing share of multi-bilateral funding. Of the $6.1 million from that source in 1989, about 13.1 per cent went to interregional activities.

G. World Bank loans and credits

30. The World Bank is quite different from other United Nations organizations in that it provides mostly loans rather than grants. World Bank financial figures are also expressed in terms of multi-year funding commitments rather than expenditures and are therefore difficult to compare with other donor financial statements. Over the years, the amount of World Bank loans in the field of population, health and nutrition has increased. In 1987, such loans amounted to $54.1 million and these jumped to $550 million in 1989. The amounts devoted to population alone rose from $82 million in 1988 to $169 million in 1990.

31. In recent years, the World Bank has increased assistance to Africa in a highly significant way. In 1990, for example, 39.6 per cent of World Bank loans in population went to Africa, as against 33.1 per cent for Asia and the Pacific, 22.2 per cent for Latin America and the Caribbean and 4.1 per cent for the Middle East and Mediterranean. In MCH/FP programmes, however, the World Bank has kept the dominance of projects in Asia and the Pacific, which received 57.1 per cent of loan funds in 1990 as against 27.0 per cent for Africa, 8.9 per cent for Latin America and the Caribbean and 7.0 per cent for the Middle East and Mediterranean. Aside from loans for population projects, the World Bank has also attempted to provide support for research, training and institution-building. Under the special grant programmes of the Bank, joint financing with other donors went to the Special Programme on Human Reproduction of WHO, the Safe Motherhood Initiative, the Task

Force for Child Survival, support to population/family planning non-governmental organizations in Africa and the Global Programme on AIDS.

H. International Fund for Agricultural Development

32. Population activities supported by the International Fund for Agricultural Development (IFAD) have been integrated with women's activities, child-care programmes and interventions in nutrition, home economics and rural and agricultural development. More than 45 per cent of IFAD-supported projects have a bearing on women's concerns. In 1989, about $31.2 million of IFAD funds went to health and nutrition activities and $55 million to education. Some projects supported by IFAD have included efforts to preserve national resources, promote small rural enterprises and provide support for refugees returning to their place of origin.

II. SUBSTANTIVE ISSUES

33. In monitoring multilateral population assistance, the Governing Council of UNDP requested the Secretary-General to review substantive and technical issues of special priority to population concerns. Pursuant to that request, the present report focuses on (a) basic data collection and analysis, (b) population dynamics, (c) formulation and evaluation of population policy, (d) family planning as integrated in MCH and primary health-care approaches, (e) population information, education and communication and (f) special programmes.

34. In recent years, the Governing Council has also recommended that population assistance should support activities integrating women's concerns into population and development. In the present report, therefore, women's concerns are reflected in all substantive areas of population assistance. At the same time, population assistance primarily focused on women and development issues is covered separately in subsection F below (Special sector programmes).

A. Basic data collection and analysis

35. Population planning and programme implementation require accurate data on numbers and characteristics of a country's inhabitants, migration patterns, distribution of population in space, incidence of births and deaths, rate of population increase, fertility and mortality, the formation and dissolution of families and households and the like. The principal sources of such data are censuses, surveys, and vital statistics systems based on civil registration of births, deaths, marriages and divorces. In 1990, the Statistical Office of the Department of International Economic and Social Affairs of the United Nations Secretariat alone executed 136 basic data collection projects in 85 countries, of which 71 dealt with population and housing censuses and 21 were civil registration systems. UNFPA supported 219 basic data collection projects in 1988 and 1989, about half of which involved censuses.

36. Through the United Nations system as a whole, assistance has been provided to about 135 countries that conducted censuses in the 1980 round and to 42 countries that have already embarked on the 1990 round of censuses. Considerable efforts were placed in the assistance programmes on standardization of census procedures, the training of nationals and the development of documents and manuals that could be used by local government. Assistance in such preparatory work as mapping, questionnaire design, tabulation design, and the testing and training of national enumerators has been stressed.

37. Of special interest in the census work carried out by the United Nations system is that great attention was given to gender considerations in data collection and analysis. The situation of women in a country can be determined on the basis of accurate data. Thus, gender issues were incorporated in such procedures as the design of questionnaires, the selection of data gatherers, the fielding of data collection staff and the analysis of data. In many countries, the inclusion of women among data collectors was emphasized, especially in the conduct of surveys dealing with culturally sensitive areas such as marriage, reproduction and fertility regulation behaviour. The analysis plans for census data also included women's concerns. To obtain a more complete picture of the role of women in development, gender considerations were included in the analysis of employment data, the time allocation of people to various types of activities and the gender composition of migration patterns.

38. Strengthening of civil registration and vital statistics systems has been supported by the United Nations. As at 1 January 1990, however, one half of the world's population still lives in countries where the civil registration and vital statistics are incomplete. The Statistical Office of the Department of International Economic and Social Affairs has reported that, at present, complete vital statistics based on registration are found in only 6 countries in Africa, 7 in the Arab States, 7 in Asia, 35 in Latin America and the Caribbean and 7 in Oceania. While 97 countries reported having virtually complete birth registrations in 1990, only 27 per cent of the world's population lived in them. As far as death registration is concerned, only 29 per cent of the world population lived in countries where this was done completely.

39. The World Fertility Surveys (WFS) carried out in the 1980s have been augmented by the results of the Demographic and Health Surveys (DHS) which included 35 surveys in 32 countries as at July 1989. Since 12 of the countries in DHS did not participate in WFS, the current availability of data from DHS has improved the timeliness of the data significantly. Aside from the efforts mentioned above, the strengthening of the National Household Survey Capability Programme (NHSCP) has been an important United Nations intervention. In 1988, 30 countries had joined NHSCP, 14 in Africa, 5 in Western Asia, 6 in Asia and the Pacific and 5 in Latin America. In 1989, the number of countries participating in the programme increased to 40.

B. Population dynamics

40. In recent years, population dynamics research in the United Nations system has shifted from fact-finding studies to more focused analysis of how population issues are integrated into socio-economic development planning. The United Nations continues to provide updated data on levels and trends of demographic phenomena in regular monitoring reports. In addition, substantive issues are dealt with in technical publications.

41. In 1988 and 1989, UNFPA supported a growing number of activities related to institution-building, training and research (about 133 identifiable operations in 1988 and 145 in 1989). More than half of those activities were aimed at institutionalizing the capacity of countries to analyse demographic data and apply the results to development planning. Many Governments have established population units within ministries and planning commissions. UNFPA assistance strengthened those units through fellowships and training programmes, equipment, technical advice and development of materials. Support has also been given to country-specific studies, the results of which have been used for planning and programming activities. Aside from the usual demographic studies, there are studies on population and the environment, the demographic and health impact of acquired immunodeficiency syndrome (AIDS), gender-specific surveys and studies on internal and international migration.

42. In recent years, significant international effort has been devoted to the distillation of country-level data and their application to policy issues of global concern. UNDP, for example, has developed an index of human development, in which educational attainment, expectation of life at birth and per capita income adjusted for purchasing power were merged. The Statistical Office of the Department of International Economic and Social Affairs has been developing a handbook on economic and environmental accounting that proposes a domestic product that is modified to reflect environmental costs and benefits. FAO has developed a model for integrating agricultural, rural development and population components into planning (CAPPA). ILO has been refining software for a training module (IMPECC) on projection techniques that modifies mainframe software for use with microcomputers.

C. Formulation and evaluation of population policy

43. In the formulation of socio-economic development plans, many developing countries used to consider only population size and growth rates, neglecting such aspects as population distribution and migration, changes in the population structure and the gender breakdown of population. In some countries, the decision to limit population growth was seen as the only area of population policy. As noted at the International Forum on Population in the Twenty-first Century, held at Amsterdam, the Netherlands, in November 1989 (the Amsterdam Forum), countries needed to expand their population policies to encompass the full range of population concerns including urban and metropolitan growth, the linkage between population and the environment, general family well-being and the condition and status of women.

44. In 1988, UNFPA supported 107 operations to support population policy and development planning. These increased to 112 in 1989. The bulk of these operations were carried out in Africa (33 in 1988 and 41 in 1989), followed by Latin America and the Caribbean (23 in 1988 and 25 in 1989) and Asia and the Pacific (17 in each of the two years). Most of the activities noted above concentrated on institution-building efforts.

45. Other organizations of the United Nations have also emphasized the need to support population policy formulation and execution. Regular monitoring of national population policies was continued by the Population Division of the Department of International Economic and Social Affairs and data from this effort were stored in a United Nations data bank. The Administrative Committee on Co-ordination has set up a task force that co-ordinates the estimates and projections of total population, agricultural population, labour force and school age population. In the periodic United Nations Population Inquiry among Governments, the Population Division gathers information on how countries integrate agricultural and labour force projections in their population policies and strategies.

46. By assisting Governments in the clarification of their population policies and strategies, UNFPA seeks to bring about better co-ordination of international and bilateral assistance to countries. The Amsterdam Forum noted the need to bring about such co-ordination. In the Amsterdam Declaration adopted by the Forum, the participants called upon all donors to "to observe the priorities of national population strategies and to seek to harmonize donor financial inputs and programme procedures in support of such strategies". 2/ It was recognized that the Government was the primary institution for the co-ordination of population assistance. However, the need for achieving co-ordination at the substantive and procedural levels prompted the participants in the Forum to call upon UNFPA to "act as a focal point and facilitator for channelling and co-ordinating expanded levels of international population assistance to recipient countries". 2/

D. Maternal and child health/family planning services

47. Multilateral activities funded under the maternal and child health/family planning (MCH/FP) area are premised on the World Population Plan of Action statement that "all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so". 3/ A number of international conferences sponsored by the United Nations supported this basic principle. The International Safe Motherhood Conference, held at Nairobi in 1987, noted that of approximately 500,000 maternal deaths each year, 99 per cent involved women from developing countries. It has been estimated that one quarter to one half of all maternal deaths could be attributed to complications of illegal abortions resulting from unwanted pregnancies.

48. The Conference on Better Health Through Family Planning, also held at Nairobi in 1987 and sponsored by UNDP, UNFPA, WHO, UNICEF and the World Bank, among others, took note of the significant contribution of birth spacing to the well-being and

survival chances of children, which, in turn, fostered the use of family planning. The Amsterdam Declaration also set the following goals for MCH/FP for the final decade of this century:

(a) To increase contraceptive prevalence in the developing countries from 51 to 56 per cent, an increase of almost 210 million over the total number of couples currently using contraception;

(b) To reduce infant mortality rates to at least below 50 per 1,000 live births in all countries and also among major subgroups within countries;

(c) To reduce maternal mortality by at least 50 per cent, especially in areas where the current figure exceeds 100 per 100,000 births.

49. The most important factor in achieving the goals and objectives on MCH/FP set forth in the World Population Plan of Action and the Amsterdam Declaration is the universal provision of high quality MCH/FP services which are accessible to all couples desiring them. In recent years, progress has been made in expanding and improving MCH/FP services in many countries. However, according to some authorities, readily accessible family planning services are still an illusion in much of the developing world.

50. World-wide experience in MCH/FP has established specific indicators of programme effort which lead to success. According to some authorities, the success factors include (a) policy and stage-setting activities, (b) service and service-related activities, (c) recordkeeping and evaluation and (d) availability and accessibility of fertility control methods. UNFPA, in its Review and Assessment of Population Programme Experience in 1989, also divided the various programme elements that have an impact on success into substantive and administrative issues. UNFPA included among strategic issues (a) the creation and continuation of effective political commitment, (b) demand generation, (c) the establishment of easily accessible services, (d) attention to the acceptability of services, (e) community participation in planning and implementing services, (f) the use of incentives and disincentives to influence behaviour and (g) the development of adequate personnel and financial bases for the programme. Among the administrative issues noted by UNFPA were (a) logistics, (b) supervision, (c) a management information system, (d) provision for programmatic research and evaluation and (e) staff training.

51. The various factors mentioned above function in an interactive manner in their accomplishment of MCH/FP goals. For example, successful service delivery results in increased contraceptive prevalence and, at the same time, reduces maternal morbidity and mortality related to unwanted pregnancies. Good service delivery also ensures that child-spacing will achieve the most positive outcome.

52. High-level commitment to MCH/FP goals is a most important strategic issue. This has taken the form of official policies and programmes designed to achieve those goals. Supportive legislation has also been revealed to be a requisite for programme success. For example, legislation raising the age of marriage, tax and

other incentives to contraceptive production, allowing open advertising for family planning services and the like, have been very important in signalling political commitment to MCH/FP.

53. Monitoring of population policies by the United Nations in 1989 revealed that many Governments recognize the need to control fertility. The Governments of 75 of 131 developing countries (57 per cent) said that their fertility levels were too high. Of those Governments, 61 support interventions to limit fertility. The most dramatic change in commitment to family planning occurred in Africa, where the percentage of countries committed to fertility regulation rose from 35 per cent in 1983 to nearly 50 per cent in 1988. The number of countries providing direct support for contraceptive services increased from 122 in 1986 to 125 in 1988.

54. Demand creation for MCH/FP services has been seen as an important strategic issue in many countries. The success of such efforts, however, will have important implications for the accessibility of services. Proper planning of the physical location of MCH/FP services and the cultural sensitivity of service providers to the needs of clients are important elements of accessibility. For example, recent experience has shown that well-trained community-based health workers are effective providers of family planning. The gender of service providers is also extremely important. In some countries, most health workers are males while those needing MCH/FP services are females. The cultural traditions governing relationships between the sexes may tend to limit access to services under such conditions, as do socio-cultural conditions related to concepts of privacy, modesty and body contact.

55. In all efforts to make MCH/FP services accessible to people, the quality of care has proved to be the most important element. Quality of care encompasses aspects related to adherence to the highest service norms and standards, the availability of appropriate supplies and equipment when needed, adequate skills of service providers arising from sound professional education and training, and the availability of complete, timely and accurate information to all clients. Since most MCH/FP clients in developing countries are females, the sensitivity to gender considerations in providing quality care is most important.

56. The availability of modern contraceptives is one of the main elements in providing MCH/FP services. A multi-agency study carried out in 1989-1990, involving UNFPA, the Population Council, the United States Agency for International Development (USAID) and some non-governmental organizations, arrived at an estimate of contraceptive needs in developing countries for the period 1991-2000. According to that study, total contraceptive and commodity requirements in developing countries will cost about $5,025 million if the United Nations medium-range population growth rate is to be achieved by the year 2000. The costs by method will be about $1,428 million for sterilizations, $1,913 million for oral contraceptive pills, $278 million for intrauterine devices (IUDs), $518 million for injectables and $888 million for condoms. The possible provision of such contraceptives through local production, private commercial ventures and community-based distribution systems was also analysed by the study. The need for co-ordinating the multilateral provision of contraceptives to avoid duplication of efforts and wastage was highlighted in the report.

57. In recent years, the integration of family planning into maternal and child health and primary health-care approaches has been almost universally accepted. Many countries have been rethinking the vertical family planning programmes of the past and linking family planning to wider approaches. Among multilateral agencies, support for integrated programmes has grown. In some instances, joint programming and pooling of funds in common projects have been carried out by UNFPA, UNICEF, WHO and other organizations. At the World Summit for Children held in 1990, for example, the need for MCH/FP services was highlighted by many participants. Such issues as the importance of breast-feeding for nutritional and health purposes and the need for proper child spacing and family planning services were also dealt with at the Summit.

58. In recent years, the joint multilateral efforts to face up to the HIV/AIDS problem have been strengthened. An integrated approach that includes basic research, widespread availability of information, education and communication campaigns, provision of health services, curative and preventive measures and so forth has been pursued through the WHO Global Programme on AIDS. More and more, it is realized that the HIV/AIDS problem requires active intervention in the MCH/FP services in all countries, and programmes must be prepared to deal with the AIDS issue in terms of policies, standards, training and staff orientation.

E. Population information, education and communication

59. In the United Nations system, population information, education and communication generally covers three distinct but interrelated areas, namely:

(a) Information, which encompasses the generation, storage and dissemination of population data to keep the general public, policy makers, administrators, academics and others informed of important developments in the population field;

(b) Education, which may involve population education in the formal school system and non-formal education through organized groups such as literacy classes, women and youth groups, and workers' and farmers' co-operatives;

(c) Communication, which deals with the mobilization of support for population services, including the creation of demand for family planning and maternal and child health.

60. If IEC activities are to effectively support population programmes, there is a need for a carefully formulated national strategy that specifies the actors, channels and target audiences involved in population activities. Depending on the situation in a country, priorities must be set and specific sectors may be stressed. In particular, the findings of socio-cultural research should be used in formulating and implementing IEC strategies. Based on specific country situations, the relative emphasis given to the mass media and to interpersonal communication has to be clearly indicated, keeping in mind the goals and objectives of the population programme.

61. In the past two years, public information programmes have been launched in a number of countries to disseminate information on a variety of population-related topics. Multilateral agencies have supported three types of efforts in this area (a) media relations, (b) publications and provision of information to the general public and (c) collection and dissemination of technical information. These activities have contributed to the achievement of population goals.

62. There have been successful efforts to improve the dissemination of information on population. On the recommendation of the Population Commission, the Economic and Social Council adopted resolution 1979/33, in which it requested the Secretary-General "to facilitate, in collaboration with the regional commissions and the specialized agencies, the establishment of a Population Information Network (POPIN) as a decentralized network for the co-ordination of regional, national and non-governmental population information activities, and to endeavour to obtain extrabudgetary resources for the functioning of an advisory group and a co-ordinating unit". In response to that resolution, global POPIN was established in 1979 and subsequently its regional focal points were set up: Asia-Pacific POPIN at ESCAP; POPIN-Africa at ECA; and the Latin American and Caribbean POPIN (IPALCA) at the Economic Commission for Latin America and the Caribbean (ECLAC). Currently, global POPIN has some 100 member institutions that include population information centres, libraries, clearing-houses, documentation centres, universities and research institutes. They co-operate in facilitating the collection, abstracting, indexing, retrieval and dissemination of population information.

63. Even as population communication has become more active in recent years, there is an apparent "back to basics" approach discernible in the new programmes. This may be due to the fact that managers of MCH/FP programmes are increasingly recognizing that merely telling people about family planning and the benefits of child-spacing may directly influence family planning behaviour. Even in countries with high fertility rates, there are many couples and women who do not want any more children and simple messages that reach those people can have desired effects.

64. To back up the communication approaches mentioned above, there has been an increase in socio-cultural research delving into the factors that influence fertility attitudes and behaviour. In 1990, UNFPA sponsored a global seminar on socio-cultural research and its effects on population programmes. A number of papers presented at that seminar focused on the influence of socio-cultural factors on communication programmes.

65. Population education through the formal school system has been a mainstay of country programmes since the 1970s. By the mid-1980s, 89 countries had population education included in school programmes. In 1988-1989, UNFPA supported more than 30 projects in Africa alone in population education.

66. Non-formal education programmes are being implemented in various settings. Major audiences include literacy and adult education students, workers, rural residents, women and out-of-school youth. Because of these varied clients, non-formal education programmes vary greatly in size, scope and structure. Private sector agencies include trade unions, employer and management groups, co-operatives and women's and youth groups.

67. It has been estimated that employment-based population education programmes have the potential of reaching 180 to 300 million people in developing countries excluding China. UNFPA, in collaboration with ILO, has supported such programmes in many countries. In its Review and Assessment of Population Programme Experience, UNFPA pointed out the possibility of integrating population education with such processes as agricultural extension, home economics education, rural credit programmes and special women's activities.

68. The importance of targeting population education towards special groups has been recognized by many agencies. For example, UNFPA found in a cross-national study that family planning communication focused on newly married couples yields beneficial results. In programmes in the Philippines, Mexico and other countries, counselling and information-sharing programmes for couples applying for marriage have been closely associated with more positive family planning attitudes and behaviour. It has been suggested that because of those findings, more systematic efforts at communicating with marriage applicants and newly-weds should be considered in national educational efforts.

F. Special sector programmes

69. United Nations programmes in this category are directed at three groups: women, youth and the aged. The role of women in population programmes has received special emphasis in recent years, particularly through the Amsterdam Declaration and the special emphasis of UNFPA on investing in women for the 1990s. Youth programmes have taken the form of IEC and other efforts to deal with adolescent sexuality. Aging is becoming an important issue even in developing countries, especially in urban areas.

70. Social investments in such areas as health, education and welfare are of special importance in multilateral programmes because of their direct impact on women. Because of the direct correlation between years of schooling and positive attitudes and behaviour towards population, the education of girls is a particularly crucial programme in developing countries. Likewise, the high correlation between income, economic independence and the capacity to autonomously engage in decision-making points to the importance of supporting programmes that enhance the earning capacity of women and their families.

71. During the period 1988-1990, there was close co-operation among United Nations agencies in women and development work. UNFPA participated in the Ad Hoc Inter-agency Meeting on Women held at Vienna, in the Commission on the Status of Women at its thirty-fourth session and the Informal Consultation for Women in Development (WID) focal points in United Nations organizations. Those meetings provided excellent opportunities for agencies of the United Nations system to identify opportunities for co-ordinated programming. The Joint Consultative Group on Policy (JCGP) set up a WID subgroup with collaboration among UNDP, UNICEF, the United Nations Development Fund for Women (UNIFEM), IFAD, the World Food Programme (WFP) and UNFPA. The subgroup organized WID training workshops for high-level officials of the JCGP organizations in Francophone West Africa. The subgroup also prepared a report entitled "Women and structural adjustment: operational implications for the JCGP member agencies".

72. Several international seminars were held on WID in the past two years. With the support of UNFPA, the Population Division of the Department of International Economic and Social Affairs sponsored an Expert Group Meeting on International Migration Policies and the Status of Female Migrants in 1989. The Division for the Advancement of Women of the Centre for Social Development and Humanitarian Affairs held a five-day regional seminar at Lomé, Togo, dealing with the interrelationships between demographic factors and the situation of women in Francophone African countries. As part of the UNESCO-executed UNFPA-funded projects on the Future of the Family and the Role of Women, regional seminars were held in Africa at the University of Benin, in Europe with the collaboration of the European Centre for Research and Documentation in the Social Sciences (Vienna) and in Asia with the collaboration of the Institute of Sociology and Economics at Beijing.

73. Many special programmes for youth are carried out as part of non-formal education activities. In many Latin American and Caribbean countries, multilateral assistance has been focused on adolescent sexuality programmes that combine family planning awareness with information on sexually transmitted diseases, AIDS and other problems. In some countries, special drop-in centres have been set up to provide counselling for young people. Many leadership training programmes and seminars have also been conducted to sensitize young people to population issues and to encourage more responsible attitudes and behaviour.

74. The problem of aging has increasingly been recognized in recent years because of the rapid aging of developed country societies. In developing countries, aging is a phenomenon just being confronted, especially in urban areas. To date, the policies of multilateral agencies such as UNFPA cover mainly the demographic aspects of aging. Research activities are supported especially in the area of the demographic effects and impact of aging population structures. Health, education and other action-oriented programmes for the aged are considered the responsibility of Governments.

III. OPERATIONAL ISSUES

75. Since 1988, considerable changes have occurred in the operational approaches taken by multilateral agencies in pursuing population programmes. In general, those changes have taken the form of greater attention to the programme as against project orientation, decentralization of approval authority to field units, initiation of a more integrated programme development exercise, greater simplification of procedures, improved co-ordination among agency programmes and development of technical and procedural guidelines to improve operations.

A. Programming approach

76. In recent years, the programme approach to population activities has gained ascendancy in multilateral assistance programmes. According to a special report commissioned by UNDP on successor arrangements for support costs and related issues (DP/1990/9), there is a growing recognition that in technical co-operation channelling of external assistance through projects has not been effective, nor has

it produced sustainable impact. The report concluded that "project proliferation has led to the dissipation of resources over many activities, straining the capability of Governments to service them and impairing the capacity of the United Nations system to provide adequate technical administrative support" (DP/1990/9, para. 482).

77. In resolution 44/211 concerning operational activities for development the General Assembly called for "more integrated and co-ordinated programming of United Nations system co-operation, in which programming processes would be based on an overall national programme framework for operational activities for development to be prepared by the recipient Government". The Government's programme framework would set out the co-operation requirements from the United Nations system, in accordance with the Government's development plans and priorities.

78. UNFPA introduced a new programming approach in 1989 called the Programme Review and Strategy Development (PRSD) exercise. According to the PRSD guidelines developed by UNFPA, the approach is basically a dialogue between the Government and the PRSD mission on what a country's population strategy should be. The goals of the country are set in accordance with population projections and targets over a medium- or long-term perspective, the inputs needed to achieve those targets, the various interventions required, a system of priorities to guide application of resources, and the particular roles of the Government and multilateral and bilateral agencies in the attainment of population goals. Strategy development, then, is based not only on future scenarios considering various options but also on a careful evaluation of past efforts to achieve population goals.

79. Like the PRSD exercises of UNFPA, the "situation analysis" exercises conducted by UNICEF for every country requiring an assistance programme are based on a careful evaluation of programme performance. UNICEF programming usually covers periods of four to six years. Programming activities of WHO cover six-year periods, although considerable attention is given to annual and mid-term updating of the country programme's schedule of activities.

80. The World Bank, because of the size and comprehensiveness of its population programmes, has developed an elaborate programming approach. It starts with a policy dialogue with the Government, which is usually based on the substantive results of various economic and special sector reviews conducted beforehand. The exercise leads to project identification, appraisal and approval of the loan agreements. In recent years, there has been a trend towards incorporating population aspects in broader multi-sectoral social development projects.

B. Project development and approval

81. In theory, project formulation and development is the primary responsibility of Governments. In practice, however, most projects are formulated by international experts who are either staff members or consultants of multilateral agencies. Many agencies of the United Nations system have stressed the primary role of Governments in programme and project formulation. In pursuance of that preferred modality, training and institution-building efforts have been supported

by multilateral agencies to strengthen national capacities to manage and execute international population programmes.

82. An important development in project formulation and approval has been the significant decentralization of authority for those functions to field offices. In the case of UNFPA, for example, country directors were given the authority to appraise and approve projects up to $500,000 in 1990. UNESCO has also delegated authority to field offices to approve projects up to $400,000. UNDP resident representatives can approve projects up to $700,000. The decentralization of authority to appraise and approve projects has streamlined many of the operations of multilateral agencies. It has also served to make agency programmes more responsive to the needs of developing countries.

C. Project implementation

83. Multilateral agencies generally support country projects and inter-country projects. Country projects are components of a country programme, generally based on a country's needs and priorities. Inter-country projects are based on either regional or global needs; the benefits are designed to be felt beyond the country level. Many inter-country projects involve training programmes, research, technical advisory services or information gathering and dissemination efforts.

84. At the country level, the most important element in project execution is political commitment, which is usually seen in terms of sufficient counterpart funding, the selection of competent institutions and officials, explicit and unequivocal policies enunciated by top government officials and backing by national and local government units. Training of national staff to facilitate programme and project implementation continues to receive high priority in United Nations assistance programmes.

85. A relatively serious element in project implementation encountered in recent years is the problem of procurement and utilization of equipment and supplies. Increasingly, United Nations agencies have been encouraging local procurement as a means not only of helping developing countries but of responding to urgent project needs as well.

D. Monitoring and evaluation

86. In the period under review, agencies of the United Nations system continued to monitor and evaluate population assistance both to conform to accountability requirements and to acquire data for improving managerial performance. Revised UNFPA Guidelines on Monitoring and Evaluation were released in August 1990, updating those formulated in 1986. The new guidelines clearly indicated the difference between monitoring and evaluation. Serious efforts have been made to co-ordinate monitoring and evaluation processes and procedures in order to learn from each other and lighten the burden on co-operating Governments. A co-ordinating mechanism has been installed among UNDP, UNICEF, UNFPA, WFP and IFAD under JCGP. JCGP has encouraged joint programming and programme review exercises,

development and execution of joint projects, joint funding and closer collaboration among all agencies both at headquarters and in the field.

87. The revised guidelines on monitoring and evaluation have simplified procedures and reduced frequency of reporting. A Project Management Plan (PMP) has been introduced for each project, which is a computerized record of ongoing project activities regularly updated by field offices and headquarters. The Annual Project Report (APR) is patterned after the UNDP format and is submitted prior to the holding of a Tripartite Project Review Meeting (TPRM). The elements in the monitoring and evaluation system are in line with the decentralization of authority to field offices, which has increased responsibility for monitoring at the field level.

88. UNFPA continues to conduct periodic reports on evaluation for submission to the Governing Council every two years. In the last periodic report (DP/FPA/CP/49), it was revealed that about half of the large-scale projects supported by UNFPA included plans for evaluation that went beyond the minimum requirements of self-evaluation. Built-in evaluation has also been designed into the work plan of each major project. Within the past two years, UNFPA also maintained and updated its Lessons Learned Data Base. More than a thousand specific lessons learned have been stored in the data bank and new lessons are being added to the data base at the rate of about 10 per cent a year.

E. Follow-up and institutionalization

89. Success of multilateral assistance may be measured by the degree to which Governments take over the activities started and institutionalize them in efforts requiring essentially local inputs. In this respect, follow-up of project implementation, monitoring and evaluation is an important element in project management. An issue that continues to confront multilateral assistance agencies is support for local-cost components such as salaries and wages, construction and renovations and local transportation. In some least developed countries, the general policy of requiring recipient countries to shoulder local costs may not be possible. In the design of multilateral assistance programmes, therefore, support for local costs may be accepted. However, such assistance may be programmed on a declining scale.

90. Training of local personnel is one of the most important means of institutionalizing population activities at the country level. Multilateral agencies have found, however, that constant follow-up of the progress of trained people is necessary to make sure that they return to appropriate jobs, that the skills they have learned are utilized and that they continue to receive the encouragement and support they need for continued effective performance of their jobs.

IV. CONCLUSIONS

91. In the present report, it is apparent that the United Nations system has not only strengthened the substantive content of its programmes but has also increased its volume of financial assistance to developing countries. For the United Nations system as a whole, assistance to population programmes increased from $180 million in 1987 to $270 million in 1989. The bulk of these resources (about 75.2 per cent) were from UNFPA.

92. In terms of substantive emphasis, family planning integrated with maternal and child health and carried out through a primary health care system continues to receive the bulk of multilateral resources for population. IEC efforts in support of family planning have also received considerable assistance. In the past two years, there has been a slight increase in allocations for basic data collection and analysis. Population dynamics projects remained stable during that period, taking up about 10 per cent of resources.

93. A significant trend in the past two years has been the increased resources going to special programmes, especially to projects designed to improve the status and living conditions of women. Women's concerns are increasingly being mainstreamed into all substantive areas of population assistance, especially in MCH/FP, basic data collection, population dynamics and the formulation and implementation of policies. At the same time, projects focused mainly on improving the status of women, such as education for girls, leadership training, literacy programmes and projects designed to increase the income of women and their families, are being supported by multilateral agencies.

94. The the past two years had seen continued support for population programmes in Africa. This is as it should be because population growth rates in that region are the fastest in the world. Conditions of maternal and child health, as shown in very high infant and maternal mortality rates, also call for urgent attention. At present, about one third of UNFPA resources for Africa is devoted to MCH/FP programmes. In future years, more funds for this substantive area will be needed if present trends are to be reversed.

95. As the United Nations system enters the decade of the 1990s, it is becoming increasingly apparent that current multilateral resources for population and development are inadequate to meet the challenges of the decade. At the Amsterdam Forum, it was indicated that if global efforts are to succeed in attaining the target of keeping population growth within the medium-level projection of the United Nations, the resources devoted to population should increase at the rate of about 20 per cent a year.

96. The increased resources for population and development programmes are needed not just to keep fertility rates under control but to more fully integrate population variables in all substantive areas of socio-economic planning. Poverty alleviation programmes should be linked to population factors if human development is to have full meaning for the world's poor. The continued improvement of the status and life conditions of women is of primary concern not only as it affects fertility but as an important social objective in itself. The effects and impact

of population on the environment are now understood more clearly and increased understanding points to the need for developing intervention measures. Population maldistribution, especially the rapid growth of cities and large metropolitan areas, continues to be a global concern. Internal and international migration flows are increasingly becoming serious problems in both developing and developed countries. All these substantive issues are closely intertwined with population and development policies and programmes. Multilateral assistance for this area of United Nations activity, therefore, should be increased commensurately if the United Nations system is to continue playing a leading role in international population efforts.

Notes

1/ Report of the International Conference on Population, Mexico City, 6-14 August 1984 (United Nations publication, Sales No. E.84.XIII.8), chap. I.

2/ Report of the International Forum on Population in the Twenty-First Century, Amsterdam, the Netherlands, 6-9 November 1989.

3/ Report of the United Nations World Population Conference, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3), chap. I, para. 14 (f).

Annex

DISTRIBUTION OF EXPENDITURES FOR POPULATION-RELATED ACTIVITIES

Table A.1. Expenditures for organizations of the United Nations system, by source of funds a/

Organization	Amount, 1987 (Thousands)	Amount, 1987 (Percentage)	Amount, 1989 (Thousands)	Amount, 1989 (Percentage)
ECA	3 406	100.0	4 350	100.0
UNFPA funds	2 915	85.6	3 569 b/	82.0
Regular budget	491	14.4	777	17.9
Other funds	..	..	4	0.1
ECE	496	100.0	554	100.0
UNFPA funds	297	59.9	290	52.4
Regular budget	199	40.1	240	43.3
Other funds	..	..	24	4.3
ECLAC	2 480	100.0	3 671	100.0
UNFPA funds	1 122 b/	45.3	2 058 b/	56.1
Regular budget	353	14.2	528	14.4
Other funds	1 005	40.5	1 085	29.5
ESCAP	2 220	100.0	2 928	100.0
UNFPA funds	1 671 b/	75.3	2 273 b/	77.6
Regular budget	519	23.4	624	21.3
Other funds	30	1.3	31	1.1
ESCWA	1 055	100.0	-	-
UNFPA funds	559 b/	53.0	923 b/	-
Regular budget	496	47.0	-	-
Other funds	..	..	-	-
FAO	2 806	100.0	5 011	100.0
UNFPA funds	1 996	71.1	3 666 b/	73.1
Regular budget	700	25.0	475 c/	9.5
Other funds	110	3.9	870 d/	17.4
ILO	9 167	100.0	12 736	100.0
UNFPA funds	6 717 b/	73.3	10 306 b/	80.9
Regular budget	2 400	26.2	1 790	14.1
Other funds	50	0.5	640	5.0

Table A.1 (continued)

Organization	Amount, 1987 (Thousands)	Amount, 1987 (Percentage)	Amount, 1989 (Thousands)	Amount, 1989 (Percentage)
United Nations a/	3 633	100.0	8 201	100.0
UNFPA funds	800 b/	22.0	958 b/	11.7
Regular budget	2 825	77.8	5 378	65.6
Other funds	8	0.2	1 865	22.7
Habitat	-	-	10 412	100.0
UNFPA funds	0	0.0	0	0.0
Regular budget	-	-	480	4.6
Other funds	-	-	9 932 f/	95.4
UNDP/OPS	-	-	1 256	100.0
UNFPA funds	749 b/	-	1 105 b/	88.0
Regular budget	-	-	98	7.8
Other funds	-	-	53	4.2
UN/DTCD	15 981	100.0	27 723	100.0
UNFPA funds	15 419 b/	96.5	26 906 b/, e/	97.0
Regular budget	..	..	45	0.2
Other funds	562	3.5	772 g/	2.8
UNEP	-	-	85	100.0
UNFPA funds	0	0.0	85 b/	100.0
Regular budget	-	-	0	0.0
Other funds	-	-	0	0.0
UNESCO	8 103	100.0	17 467	100.0
UNFPA funds	6 070 b/	75.3	9 867 b/	56.5
Regular budget	1 133	13.8	5 700	32.6
Other funds	900	10.9	1 900 h/	10.9
UNICEF	502	100.0	25	100.0
UNFPA funds	471	93.8	i/	i/
Regular budget	31	6.2	14	56.0
Other funds	..	..	11	44.0
WHO	47 079	100.0	54 009	100.0
UNFPA funds	22 109 b/	47.0	26 242 b/	48.6
Regular budget	4 469	9.5	5 406 j/	10.0
Other funds	20 501	43.5	22 361 j/	41.0
Subtotal	97 677	100.0	149 351	100.0
UNFPA regular funds	60 895	62.4	88 248	59.1
Other regular funds	13 616	13.9	21 555	14.4
Other funds	23 166	23.7	39 548	26.5

Table A.1 (continued)

Organization	Amount, 1987 (Thousands)	Amount, 1987 (Percentage)	Amount, 1989 (Thousands)	Amount, 1989 (Percentage)
UNFPA				
Executed by: j/				
UNFPA k/	10 448		27 193	
Governments	21 063		22 331	
NGOs	14 602		19 789	
Other (UNIDO)	35		2	
Multi-bilateral	3 587		6 126	
Operational cost l/	33 489		46 132	
Total (United Nations system)	180 901	100.0	270 924	100.0
UNFPA regular funds	140 532	77.7	203 695	75.2
Other regular funds	13 616	7.5	21 555	7.9
Other funds	26 753	14.8	45 674	16.9

(Footnotes on following page)

(Footnotes to table A.1)

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a/ Except where indicated, all figures were provided by the organizations concerned in response to the UNFPA questionnaire, issued in August 1990. Two dots (..) indicate that data are not available; a hyphen (-) indicates that data are not applicable.

b/ Figures provided by UNFPA.

c/ One regular post and staff time. General overhead costs are not included.

d/ Netherlands Government contribution to a project, plus 10 associate experts.

e/ The 1987 data include only the Population Division, Department of International Economic and Social Affairs. The 1989 data include both the Population Division and the Statistical Office, except for funds provided by UNFPA channelled through the Department of Technical Co-operation for Development for projects that are included under UN/DTCD.

f/ Including UNDP funds, United Nations Capital Development Fund, funds-in-trust, United Nations Habitat and Human Settlements Foundation and others. Recipient Government contribution is excluded.

g/ Including UNDP funds ($103,000) and multi-bilateral funds ($669,000). Technical support costs provided by funding organizations for project execution (13 per cent) are not included.

h/ Multi-bilateral funds ($1.1 million) and UNDP funds ($800,000).

i/ Less than $500, or 0.1 per cent).

j/ The calculation method for the year 1989 is different from that for 1987. The figure represents half of the biennium expenditures for the Maternal and Child Health Programme and the Human Reproductive Programme.

k/ UNFPA expenditures other than those listed above.

l/ Including reimbursement of programme support costs to executing agencies and non-governmental organizations and administrative and programme support services biennial budget expenditures (net).

Table A.2. Distribution of UNFPA expenditures, by geographical region, 1977-1989

(Percentage)

Region	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Africa (sub-Saharan)	12.3	11.6	14.2	14.1	15.9	16.4	17.7	18.7	18.5	21.6	23.2	24.1	24.8
Asia and the Pacific	34.9	37.8	39.2	37.6	39.4	41.8	43.2	44.9	43.8	40.7	38.4	36.0	36.9
Latin America	18.3	18.0	15.6	16.8	14.1	13.4	12.7	12.7	13.6	12.3	12.2	13.3	12.9
Middle East and Mediterranean	13.3	11.3	9.9	9.3	9.9	10.2	9.1	8.3	8.6	9.7	9.7	9.8	10.0
Europe	0.6	0.7	1.1	1.2	1.2	1.0	0.9	1.1	1.3	1.2	0.8	1.5	1.1
Interregional	20.6	20.6	20.0	21.0	19.5	17.2	16.4	14.3	14.2	14.5	15.7	15.3	14.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Total expenditures	65.5	89.4	122.8	134.6	121.1	104.9	104.4	118.5	128.2	101.4	107.0	129.7	157.6

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Table A.3. Distribution of UNFPA expenditures, by work-plan category, 1977-1989

(Percentage)

Work-plan category	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
Basic data collection	14.5	12.4	16.0	18.9	24.6	17.3	10.4	8.8	7.5	8.9	9.1	10.0	11.5
Population dynamics	9.0	9.1	8.9	11.2	10.5	12.0	11.4	9.9	11.0	10.6	12.3	11.0	12.9
Formulation/evaluation of policies and programmes	4.3	4.4	4.4	5.7	6.0	6.9	5.5	5.9	6.1	8.1	7.7	7.7	7.7
Implementation of policies	0.1	0.1	2.9	0.7	1.1	0.8	1.1	0.8	0.5	0.3	0.2	0.2	a/
Family planning programmes	49.8	50.0	43.8	40.9	31.7	39.9	43.9	48.3	50.4	52.1	50.8	52.2	44.9
Information, education and communication	9.9	11.1	11.6	11.8	12.4	10.9	14.4	14.4	13.4	15.4	15.5	14.7	16.9
Special programmes	1.2	1.6	2.1	1.5	1.9	1.2	1.3	1.4	1.1	2.1	2.6	2.5	3.6
Multi-sectoral activities	11.2	11.3	10.3	9.3	11.8	11.0	12.0	10.5	10.0	2.5	1.8	1.7	2.5
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Total expenditures (millions of US dollars)	65.5	89.4	122.8	134.6	121.1	104.9	104.4	118.5	128.2	101.4	107.0	129.7	157.6

a/ Less than 0.1 per cent.